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Antiracism and Ethnocultural Equity in School Boards

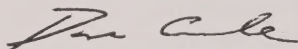
**Guidelines for
Policy Development
and Implementation
1993**

Preface

This policy document is intended to assist schools and school boards in ensuring that the principles of antiracism and ethnocultural equity are observed everywhere in Ontario's school system. These guidelines will help members of the education community to shape school board antiracism and ethnocultural equity policies and implementation plans.

It is important to understand that antiracism and ethnocultural equity are an integral part of all aspects of the school system. These principles must apply to and have the full support of students, teachers, support staff, school board trustees, administrators, and the community.

A great deal of work and consultation has gone into the creation of this document. The guidelines point the way to the important work that still lies ahead. The document also symbolizes the strong commitment of the Government of Ontario and its partners in the education system to work together to build a more equitable province.



Dave Cooke
Minister of Education and Training

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1. Introduction

The Ontario government is committed to excellence in education and to equitable educational outcomes for all students. In accordance with a 1992 amendment to the Education Act,¹ school boards are required to develop and implement antiracism and ethnocultural equity² policies. The intent of antiracist and ethnocultural equity education is to ensure that all students achieve their potential and acquire accurate knowledge and information, as well as confidence in their cultural and racial identities. It should equip all students with the knowledge, skills, attitudes, and behaviours needed to live and work effectively in an increasingly diverse world, and encourage them to appreciate diversity and reject discriminatory attitudes and behaviour. The principles, practices, and outcomes of antiracist and ethnocultural equity education are closely linked to those enunciated in *The Common Curriculum, Grades 1-9* and other ministry guidelines and resource documents.

Antiracism and ethnocultural equity school board policies reflect a commitment to the elimination of racism within schools and in society at large. Such policies are based on the recognition that some existing policies, procedures, and practices in the school system are racist in their impact, if not their intent, and that they limit the opportunity of students and staff belonging to Aboriginal and racial and ethnocultural minority groups

to fulfil their potential and to maximize their contribution to society. The impact of racism becomes compounded when two or more factors, such as race, gender, disability, sexual orientation, etc., are present in the same situation.

In recent years, there has been a substantial increase in Ontario's racial and cultural diversity. In important respects, however, Ontario's school system has been and continues to be mainly European in perspective. The prevalence of one cultural tradition limits students' opportunities to benefit from the contributions of people from a variety of backgrounds. Moreover, exclusion of the experiences, values, and viewpoints of Aboriginal and racial and ethnocultural minority groups constitutes a systemic barrier³ to success for students from those groups and often produces inequitable outcomes for them. Such inequities have been linked to students' low self-esteem, placement in inappropriate academic programs, low career expectations, and a high dropout rate.

Many Ontario school boards have already taken important steps to respond to the cultural and racial diversity of their student populations and to develop policies in this area to help them eliminate inequities. Such policies are relevant to all Ontario school boards and minority-language sections, English and French, rural and urban, northern and southern, small and large.

Antiracism and ethnocultural equity policies entail fundamental review of and changes to many aspects of a school board's operations. The policies will focus on identifying and eliminating systemic inequities and barriers to equitable education for

1. Education Act, R.S.O. 1990, Chapter E.2, section 8, subsection 1, paragraph 29.1 (July 1992 edition).

2. "Antiracism and ethnocultural equity" refers to equitable treatment of members of all racial and ethnocultural groups and the elimination of institutional and individual barriers to equity. "Race" is a social category into which societies have divided people according to such characteristics as skin colour, shape of eyes, texture of hair, and facial features. "Ethnocultural" refers to a person's cultural heritage in the broadest sense. It can include national affiliation, language, and religious background. There may also be ethnocultural groups within racial groups.

3. Systemic barriers occur when apparently neutral institutional structures, policies, and practices exclude people or deny them equitable treatment.

students and on equitable employment practices for staff of all races and ethnocultural backgrounds.

Policies and implementation plans should respond to community needs and local conditions, while also recognizing the need to reflect the wider society. Effective change can be achieved only through collective action by all those involved in the school system: trustees, superintendents, principals, teachers, support staff, parents,⁴ students, and the community. School boards need to devise a wide range of ways of establishing partnerships with diverse local communities, particularly those that have traditionally not been involved in the life of the school.

Aboriginal people of First Nations communities are part of the diversity of Ontario's population. Although many Aboriginal peoples in Ontario live in First Nations communities, the majority live in urban and rural communities throughout the province. The Government of Ontario has been engaged in formal discussions with First Nations communities in the province regarding, among other issues, Aboriginal control of Aboriginal education. While many First Nations communities have their own education system, students from these communities are educated, at

some point, in schools operated by Ontario school boards. Therefore, in developing policies and implementation plans related to antiracist and ethnocultural equity education, school boards need to take into account the perspectives and experiences of Aboriginal people, whether or not they live in a First Nations community.

Several of the requirements for school board antiracism and ethnocultural equity policies fall under the exclusive jurisdiction of the minority-language sections of boards. French-language boards and sections shall submit policies and implementation plans that respect Section 23 of the Canadian Charter of Rights and Freedoms and Parts XII and XIII of the Education Act, R.S.O. 1990, Chapter E.2.⁵

4. The term "parent" as used in this document includes guardians and those other individuals who are representing and advocating on behalf of the student and/or parent or guardian.

5. Part XII of the Education Act makes it clear who has the right to receive elementary or secondary instruction in the French language. The right is based on the definition of a francophone person in the Canadian Charter of Rights and Freedoms, which, in Section 23, states that a francophone person is a Canadian citizen whose first language learned and still understood is French *and* who has attended a French-language elementary school in Canada *or* who has a child who has received or is receiving elementary or secondary education in the French language.

2. Process and Framework for the Development of Antiracism and Ethnocultural Equity Policies and Implementation Plans

Antiracism and ethnocultural equity policies focus on identifying and changing institutional policies and procedures and individual behaviours and practices that may be racist in their impact.

Antiracist and ethnocultural equity education is not a new educational program, but a commitment to positive and equitable outcomes in all education programs and services for all students. Some of the required changes will take place immediately, others will take time to happen.

Antiracism and ethnocultural equity policies go beyond a broad focus on multiculturalism and race relations. Many existing school board policies

in this area have focused on creating learning environments that respect the cultures of all students; however, inequities in the treatment of members of some cultures and races that have occurred as a result of inequities of power and privilege have often tended to be ignored.

There are different approaches to the process of developing a school board antiracism and ethnocultural equity policy and implementation plan. The sample procedure for policy development and implementation outlined below is one option. There are many variations on this model that a board may use, depending on its size, its

A Sample Procedure for Developing a Policy and Implementation Plan on Antiracism and Ethnocultural Equity

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- 1 Initiate a process for policy development by the board.
 - 2 Establish community partnerships.
 - 3 Establish an advisory committee composed of trustees, senior board administrators, and representatives from unions, federations, and community groups.
 - 4 Raise awareness of and identify issues of antiracism and ethnocultural equity that need to be addressed.
 - 5 Review core objectives and develop a plan of action.
 - 6 Define expected outcomes.
 - 7 Establish timelines to ensure that the objectives and outcomes are achieved.
 - 8 Allocate responsibility for implementation.
 - 9 Allocate resources.
 - 10 Develop a communications plan and a monitoring process.

history, the strength of its minority communities, and its past interaction with them.

Policies and implementation plans shall address the following ten major areas of focus:

- board policies, guidelines, and practices
- leadership
- school-community partnership
- curriculum
- student languages
- student evaluation, assessment, and placement
- guidance and counselling
- racial and ethnocultural harassment
- employment practices
- staff development

The model chosen shall include, for each of the major areas of focus:

- a *mission statement* or *statement of guiding principles* that reflects the board's commitment to addressing antiracism and ethnocultural equity;
- a *list of objectives* that defines the desired outcomes;
- a *plan of action* that outlines the tasks required to implement each objective;
- a *list of outcomes* to provide a system of accountability;
- a *list of resources* that identifies tools (human and material) needed to achieve the stated objectives;
- a *set of timelines* to help clarify the steps in the action plan and to provide a way of assessing progress;
- an *indication of the person or persons responsible* for carrying out the plan of action in each area of focus, to ensure consistent direction during implementation, to facilitate monitoring, and to ensure accountability.

A sample framework for policy development and implementation is provided on pages 9 to 11. Section 3 of this document outlines key issues in each area of focus and a set of core objectives that shall be addressed in the policy. They may serve as a starting point for the process of policy development and implementation. Further objectives may be added, as appropriate, to reflect the particular needs of local communities.

Implementation shall be based on five-year plans. At all stages of policy implementation, a high priority shall be assigned to broadening the curriculum to include diverse perspectives and to eliminating stereotyping.

All policies and implementation plans shall have mechanisms for evaluating progress, including an accountability mechanism for trustees and all school board staff. Section 4 of this document outlines criteria for monitoring policy implementation within the ten areas of focus. The criteria will be fundamental to future monitoring of the implementation of school board antiracism and ethnocultural equity policies by the Ministry of Education and Training.

To ensure that the perspectives, needs, and aspirations of Aboriginal and various racial and ethnocultural minority communities are addressed, representatives from such communities shall be actively involved in the process of policy development, implementation, and monitoring.

The proceedings related to the policy development and implementation process shall be conducted in the language of the board or of the respective section of the board. Boards and minority-language sections are encouraged, however, to find alternative communication strategies when members of the community who do not speak the language of the board are involved.

Sample Framework for Policy Development and Implementation, School-Community Partnership

Mission Statement: The board recognizes the importance of effective school-community partnerships to ensure that perspectives, experiences, and needs of diverse racial and ethnocultural groups are taken into account.

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none"> To identify Aboriginal and racial and ethnocultural minority communities within the school board's jurisdiction, whether or not they are involved in school board activities. 	<ul style="list-style-type: none"> Extend networks by consultation with: <ul style="list-style-type: none"> known representatives of diverse groups; multicultural centres, friendship centres, women's groups, parents' groups, student councils, etc. Use media (radio stations, community newspapers, newsletters, etc.) to invite participation from diverse groups. 	<ul style="list-style-type: none"> Creation of a local community profile. Removal of barriers to involvement. Greater participation by traditionally disadvantaged groups. 			

Sample Framework for Policy Development and Implementation, School-Community Partnership (cont.)

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none"> • To involve diverse communities in partnership activities with the school board. • To request community groups to identify their spokespersons for the purpose of establishing school-community partnerships. 	<ul style="list-style-type: none"> • Consult groups about the type of involvement they desire, using questionnaires, focus groups, individual interviews, informal telephone conversations, meetings, discussions, etc. • Determine ease of access to meetings for all groups (e.g., are time, place, date appropriate? are transportation, child care, interpreters available?) and adjust circumstances to facilitate attendance by all parties. • Adapt the process to accommodate cultural and faith differences. • • • 	<ul style="list-style-type: none"> • Establishment of partnerships. • Participation in policy development. • • 			

Sample Framework for Policy Development and Implementation, School-Community Partnership (cont.)

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none"> To assess the effectiveness of community consultation and partnership involvement. 	<ul style="list-style-type: none"> Based on the information acquired, develop a communications plan, strategies, and monitoring procedures that will ensure frequent consultation and facilitate ongoing participation by diverse groups. 	<ul style="list-style-type: none"> Ongoing feedback and active participation by community groups. 			
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3. Areas of Focus for Antiracism and Ethnocultural Equity Policy Development and Implementation

3.1 Board Policies, Guidelines, and Practices

Principles of antiracism and ethnocultural equity shall permeate all aspects of the board's organizational structure, including its mission statement and strategic plan, where applicable, and all areas of the board's operations, policies, guidelines, programs, and practices. Barriers to equity shall be identified and addressed. Board policies and guidelines are important because they define the principles and objectives that direct board activities and day-to-day practices.

Board policies, guidelines, and practices shall ensure that the needs of all students are addressed. They should reflect diverse viewpoints, needs, and aspirations in the community, particularly of those groups that have traditionally been excluded. The board shall have an appropriate mechanism in place to ensure accountability for achieving that goal.

As stated earlier, French-language boards and sections shall submit policies and plans that respect Section 23 of the Canadian Charter of Rights and Freedoms and Parts XII and XIII of the Education Act, R.S.O. 1990, Chapter E.2. These policies shall include clear criteria that will guide admissions committees in their recommendations to the board. The ministry encourages boards to develop criteria that will facilitate the admission of students from diverse racial and ethnocultural minority communities.

Core Objectives:

- To articulate clearly the board's commitment to principles of antiracism and ethnocultural equity in all existing and new board policies, guidelines, operations, and practices.
- To eliminate racial and ethnocultural biases in board policies, guidelines, and day-to-day practices.
- To establish mechanisms for measuring progress towards antiracism and ethnocultural equity.
- To develop clear criteria for French-language boards and sections to be used by their admissions committees.

3.2 Leadership

School boards shall provide informed leadership at board and administration levels, with a commitment by all staff to identify systemic inequities and barriers and support to enable them to do so. In this regard, the role of school board trustees, directors of education, superintendents, principals, and teachers is pivotal.

School boards are inextricably linked to parents, racial and ethnocultural communities, universities and colleges, and others who support the educational system. Leaders in the educational system must share responsibility for decision-making with these groups.

Shared leadership with regard to antiracism and ethnocultural equity demands that all partners in education become responsible for preparing students to live in a racially and culturally diverse

society, that teaching reflects the contributions of diverse cultures, and that all forms of racism are challenged and removed.

Core Objectives:

- To assist school board trustees, administrators, and staff to develop the knowledge, skills, attitudes, and behaviours needed to implement antiracism and ethnocultural equity policies in the school system.
- To identify all expected outcomes for those responsible for implementation and incorporate these outcomes into the performance-appraisal process, including the ongoing evaluation of teachers.
- To ensure that board policy directions and priorities as well as the day-to-day implementation of programs and services are consistent with the aims of antiracism and ethnocultural equity.
- To establish antiracism and ethnocultural equity principles and objectives and incorporate them into annual plans and year-end reports.

3.3 School-Community Partnership

Schools shall meet the needs of their increasingly diverse communities. Active involvement and participation by members of the community in the development, implementation, and monitoring of school board policies and programs will ensure that community perspectives, needs, and aspirations are included and addressed.

School boards shall develop constructive and open dialogue and partnerships with parents and community groups to increase co-operation and collaboration among home, school, and the community. School-community partnerships shall involve diverse racial and ethnocultural groups. This applies particularly to the development of antiracism and ethnocultural equity policies, since such policies require the support of the entire community in order to be effective.

Core Objectives:

- To identify Aboriginal and racial and ethnocultural minority communities within the school board's jurisdiction, whether or not they are involved in school board activities.
- To involve diverse communities in partnership activities with the school board.
- To request community groups to identify their spokespersons for the purpose of establishing school-community partnerships.
- To assess the effectiveness of community consultation and partnership involvement.

3.4 Curriculum

The term "curriculum" encompasses all learning experiences the student will have in school. These include such aspects of school life as the general school environment, interactions among students, staff, and the community, and the values, attitudes, and behaviours conveyed by the school.

Much of the traditional curriculum focuses on the values, experiences, achievements, and perspectives of white-European members of Canadian society and excludes or distorts those of other groups in Canada and throughout the world. The value system of the dominant culture tends to become the norm and the only point of reference. This affects students' values, attitudes, and behaviours and, whether intentionally or not, may have a discriminatory effect. Students need to understand and respect cultures and alternative ways of living, and they benefit from a knowledge of the experiences and contributions of people of cultures and races other than their own.

Antiracist curriculum provides a balance of perspectives. It enables all students to see themselves reflected in the curriculum and provides each student with the knowledge, skills, attitudes, and behaviours needed to live in a complex and diverse world. It consciously examines and challenges the Eurocentric nature of curriculum and of the society in which young people are growing up.

Curriculum development and selection is made on the basis of what a student requires to function effectively in a culturally and racially diverse society.

Core Objectives:

- To develop or modify curriculum to reflect in an equitable way a culturally and racially diverse society.
- To ensure that the cultural and racial identities of all students are affirmed in an equitable and appropriate way by learning experiences in the school.
- To identify bias and discriminatory barriers in existing curriculum structures, policies, programs, and learning materials.
- To ensure that all elements in the process of curriculum review, development, and implementation are consistent with antiracism and ethnocultural equity objectives.
- To enhance teachers' abilities to use biased materials constructively to develop students' critical thinking about racism.
- To reflect the diversity of staff, students, parents, and the community in all areas of curriculum development, implementation, and evaluation, and in the membership of curriculum committees.

3.5 Student Languages

Language is a tool for learning, and access to education depends on language competence. Language proficiency underlies success in most, if not all, curriculum areas. All students, therefore – including those with a first language other than English or French – must be enabled to acquire competence in one or both of Canada's official languages. Students who have a first language other than English or French should be seen as needing to add to their linguistic repertoire rather than as deficient in language or linguistically deprived.

Teachers in all curriculum areas should recognize the importance of the language the student already speaks. Competence in the first language provides students with the foundation for developing proficiency in additional languages, and maintenance of the first language supports the acquisition of other languages. The first language also serves as a basis for emotional development and provides a vital link with students' ancestral heritage. Multilingualism enhances students' intellectual functioning and the ability to communicate, as well as their career opportunities.

Limited proficiency in the language of instruction is likely to have an impact on students' academic performance. Research shows that most newly arrived immigrant students achieve conversational fluency in the language of their receiving environment in approximately one and a half to two years, but require a minimum of five to seven years to become proficient in abstract thought in the language to be learned and to function academically like native speakers.⁶

In addition to those students who need to acquire English or French, there are some students who have not had the opportunity to attend school regularly and who may be speaking a variety of English or French different from that of their teachers. Social and cultural variations in language are to be expected, because language systems are not static. Teachers need to indicate that sociocultural varieties of language are entitled to respect and recognition. They also need to help these students to become competent in the language of instruction so that they will have the same economic and educational opportunities as their peers. It is important to provide opportunities to enable these students to upgrade their literacy and academic skills and to add to their knowledge in a variety of subject areas.⁷

6. J. Cummins and M. Swain, *Bilingualism in Education* (New York: Longman, 1986); V. Collier, "How Long? A Synthesis of Research on Academic Achievement in a Second Language", *TESOL Quarterly* 23 (1989), pp. 509-31.

7. D. Corson, *Language Policy Across the Curriculum* (Philadelphia: Multilingual Matters Ltd., 1990), pp. 16, 34, 130-33. *English As a Second Language and English Skills Development, Intermediate and Senior Divisions* (Toronto: Ontario Ministry of Education, 1988).

Core Objectives:

- To affirm and value the students' first language.
- To ensure that all students achieve literacy in at least one official language.
- To provide appropriate support programs for language learning.

3.6 Student Evaluation, Assessment, and Placement

The purpose of student evaluation and assessment is to obtain as accurate a picture as possible of students' capacities in order to ensure that they are provided with a program that enables them to fulfil their potential. Student evaluation and placement are based on both teacher perceptions and the results of formal and informal assessments of students' academic and intellectual performance.

It is important that teachers have high expectations of all students. Racial and ethnocultural biases and stereotyping may influence teacher perceptions and expectations of what students are capable of achieving. In turn, such expectations may influence students' expectations of themselves.

A multifaceted approach to student evaluation and assessment is essential to provide a comprehensive picture of what students are capable of achieving. Caution needs to be used in interpreting the results obtained from standardized tests used in assessment. Most standardized tests (achievement, aptitude, psychological) measure knowledge and experiences that have been acquired within a given cultural and linguistic environment. They have limited validity for students whose culture and/or first language are different. Results from such tests can lead to misconceptions about students' capabilities and to their placement in inappropriate academic programs.

There is evidence that many Aboriginal and other racial and ethnocultural minority students have been inappropriately streamed into programs

with low expectations. The programs in which students are placed may have a significant impact on students' future career aspirations and their long-term quality of life.

Antiracist student evaluation and assessment seek to achieve an accurate picture of students' capabilities to maximize their learning potential. They take into account students' prior learning, their previous school experience, and their cultural and linguistic backgrounds, including, if relevant, limited competence in the language of instruction. They ensure ongoing communication with parents and involve them in all placement decisions.

Core Objectives:

- To ensure that assessment and placement teams, instruments, and procedures are bias-free and designed to meet the needs of the individual student, and take into account the student's previous education and personal experience.
- To ensure that placement decisions are flexible so that they do not limit students' educational and career opportunities.
- To ensure that parents are fully informed about assessment and placement procedures and are involved in placement decisions.

3.7 Guidance and Counselling

Guidance counsellors play a central role in the assessment and placement of students, and in helping them to enhance their self-esteem and relationships with others. They assist students in developing high expectations for themselves and appropriate educational plans, and provide support with life-skills training, pre-employment skills development, career orientation, exploration, and planning.

Informed counselling can help to remove discriminatory barriers for students in the school system and the world of work, and can provide proactive strategies to ensure that Aboriginal and racial and ethnocultural minority students achieve personal growth and realize their full potential. To

respond effectively to the needs of all students, counselling must be culturally sensitive, supportive, and free of racial and ethnocultural bias.

Core Objectives:

- To determine what parents, students, and community groups perceive to be students' needs for guidance and counselling and whether they feel those needs are being met.
- To determine what support counsellors perceive they require in order to serve the diverse student population.
- To eliminate racial and ethnocultural stereotyping in educational and career-planning programs.
- To ensure support for students in the identification of career options and appropriate academic paths.
- To create partnerships among schools, home, community, business, and industry, and to involve parents, students, and the community in program review and development.
- To ensure that, where possible, communication strategies are in place to keep parents informed, in a language they understand, of their children's current educational achievement and progress and their plans for the future.

3.8 Racial and Ethnocultural Harassment

Racial and ethnocultural harassment is demeaning treatment based on race or ethnicity. It is a form of discrimination that is prohibited by the Ontario Human Rights Code. Harassment can be overt or subtle, intentional or unintentional. It can involve verbal or physical abuse or threats; unwelcome remarks, jokes, innuendoes, or taunting about a person's race, ethnicity, national origin, faith, dress, or accent; graffiti or the displaying of racist pictures; the composition and/or distribution of derogatory material; exclusion, avoidance, or condescension because of race or ethnocultural background; or a series of individual incidents which, when examined in their totality, can be seen to have a negative impact on an individual or a group.

Harassment can have a profound impact upon the victim's self-esteem and limit the ability of the individual or group to function effectively on a day-to-day basis. It can occur among students, teaching and support staff, administrators, trustees, and other individuals in and having involvement with a school board.

Core Objectives:

- To develop or review policy guidelines and a clearly delineated process for dealing with racial and ethnocultural harassment involving staff, students, and other individuals in the school board.
- To provide staff with the knowledge and skills to identify harassment and to respond effectively to it.
- To ensure that boards communicate the policy guidelines to all members of the education community.
- To ensure that the process of addressing harassment is monitored.

3.9 Employment Practices

Equitable employment practices are an integral part of antiracism and ethnocultural equity. The work force in a school board should reflect and be capable of understanding and responding to the experiences of a racially and culturally diverse population.

Good employment practices remove barriers that prevent fair and equitable hiring, promotion, and training opportunities for everyone, at every level within the workplace. Following such practices is considered good human resources planning, as it ensures that all individuals who can do the job are considered.⁸ Equitable employment practices ensure fair treatment for all working people in Ontario.

8. Further guidance on this section will be provided when Bill 79, An Act to Provide for Employment Equity for Aboriginal People, People With Disabilities, Members of Racial Minorities and Women, becomes law.

Core Objectives:

- To ensure that vacancies are advertised widely, internally within the organization as well as through outreach to designated groups.
- To ensure that recruitment, interview, selection, training, and promotion practices and procedures are bias-free.
- To ensure that interview teams for board positions reflect the diversity within the community.

3.10 Staff Development

Staff development on antiracism and ethnocultural equity is an integral part of the process of changing organizational culture and practices. Such change requires trustees and all staff to take ownership and responsibility for promoting antiracism and ethnocultural equity. All trustees and school board staff need to acquire the knowledge, skills, attitudes, and behaviours to identify and eliminate racial and ethnocultural bias and discrimination. Improved awareness of inequities and their effects can help trustees and staff to change individual behaviour and institutional practices to eliminate barriers to equity. All staff need to participate in staff development activities.

Core Objectives:

- To identify staff development needs to ensure that those responsible for implementing the board's antiracism and ethnocultural equity policy have or develop the knowledge, skills, and behaviours to carry out the mandate.
- To implement staff development programs based on identified needs.
- To enable trustees and staff to deal confidently and effectively with issues of racism and discrimination and with incidents of racial and ethnocultural harassment.
- To provide trustees and staff with the skills to identify and deal with bias in learning materials.
- To involve community groups in the development and implementation of an in-service program and other staff development programs.
- To ensure that trustees and staff are aware that they are expected to broaden their expertise in antiracist and ethnocultural equity education through courses, workshops, and community consultation.

4. Considerations Related to the Monitoring of Implementation

Successful implementation of school board antiracism and ethnocultural equity policies depends upon commitment, co-ordination, and co-operation at every level of the system. To ensure change, effective monitoring and evaluation of implementation is critical. It is important to include evaluation strategies as part of the development of antiracism and ethnocultural equity policies and implementation plans. School boards shall establish clear mechanisms of accountability for implementation and effective monitoring to ensure that antiracism and ethnocultural equity principles are integrated into all aspects of education programs, services, and board operations. Boards shall:

- include specific objectives in the performance appraisal of all staff to ensure that antiracism and ethnocultural equity requirements are implemented;
- require principals, supervisory officers, and all individuals with supervisory responsibility to include antiracism and ethnocultural equity objectives in their annual plans and year-end reports;
- require teachers to include antiracism and ethnocultural equity objectives in their long-term and short-term program and lesson plans;
- focus monitoring on outcomes that are both quantitative and qualitative;
- include the perceptions and experiences of students, parents, and community members in the monitoring process;
- ensure active participation by representatives from diverse communities in the monitoring of the implementation process.

In monitoring the impact of antiracism and ethnocultural equity policies and programs, it will be necessary for boards to collect data relating to the race and ethnicity of students.

The gathering of such data is permissible under Section 14 of the Ontario Human Rights Code so long as it is part of what the Code defines as a special program. A special program is designed to relieve disadvantage or to achieve or to attempt to achieve equality. Care must be exercised in the collection, use, and storage of and access to the data gathered. Further information on these issues will be communicated to boards.

The following criteria should assist school boards with monitoring progress. The criteria will also form the basis for monitoring the implementation of school board policies on antiracism and ethnocultural equity by the Ministry of Education and Training. The criteria are listed by area of focus.

4.1 Board Policies, Guidelines, and Practices

- Principles of antiracism and ethnocultural equity are clearly articulated in the board's mission statement and strategic plan, where applicable, and in all board policies, guidelines, and procedures.
- An effective mechanism is in place for the system-wide implementation and monitoring of the board's antiracism and ethnocultural equity policy.
- Racial and ethnocultural biases in board policies, programs, and practices have been identified, and progress has been made towards their elimination.

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- Effective criteria are in place to guide admissions committees in their recommendations to French-language boards and sections.

4.2 Leadership

- Trustees and all school board staff have an understanding of how racism is manifested in the school system and what impact it has on students and staff.
- Trustees and all school board staff use effective strategies to respond to and eliminate systemic and individual racism.
- Effective mechanisms are in place to ensure that senior administrators, principals, and managers accomplish the antiracism and ethnocultural equity objectives outlined in their annual plans.

4.3 School-Community Partnership

- A community profile has been created.
- Barriers to involvement in school board activities for Aboriginal and racial and ethnocultural minority communities have been identified and are being eliminated.
- School board public consultations on policy and program issues include individuals from a variety of Aboriginal and racial and ethnocultural minority communities.
- Members of diverse communities, including Aboriginal and racial and ethnocultural minority groups, are actively involved in school and school board activities.

4.4 Curriculum

- The curriculum reflects the realities of a culturally and racially diverse society.
- Effective procedures are in place to ensure that the perspectives of diverse racial and ethnocultural communities are included in the process of curriculum development, review, and implementation.

- Effective mechanisms are in place for identifying and addressing forms of bias in learning materials and discriminatory elements in existing curriculum policies and programs.
- Students feel that their cultural and racial identities are affirmed in an equitable and appropriate way by the school.

4.5 Student Languages

- Students perceive that their first language is being valued by the school.
- Multilingualism is actively promoted.
- Appropriate heritage language and/or Native language programs are in place.
- An effective language-learning support program is in place.⁹
- Consideration is given to the special linguistic challenges faced by ESL/ALF students in using regular curriculum materials.

4.6 Student Evaluation, Assessment, and Placement

- There is continuous monitoring of student placement, retention, and re-entry in relation to race and ethnicity.
- The perceptions of parents and students from Aboriginal and racial and ethnocultural minority groups regarding inappropriate placement are monitored.
- Parents, including those of Aboriginal and racial and ethnocultural minority students, understand the assessment and placement process and actively participate in assessment and placement decisions.
- Students perceive that they have equitable access to available program options.

9. A number of school boards have in place programs in English as a second language and English skills development (ESL/ESD) or programs in actualisation linguistique en français (ALF) and perfectionnement du français (PDF) to support the needs of students with a first language other than English or French.

- New immigrant students are placed in age-appropriate programs, unless exceptional circumstances exist to dictate otherwise.
- There are constraints on the use of standardized assessment measures with new immigrant students and students with a first language other than English or French.

4.7 Guidance and Counselling

- Systemic biases in guidance and counselling have been identified and are being addressed.
- Parents, including those of Aboriginal and racial and ethnocultural minority students, are actively involved in educational planning and career orientation decisions that affect their children.
- Aboriginal and racial and ethnocultural minority students have confidence in the service they are receiving from guidance counsellors.

4.8 Racial and Ethnocultural Harassment

- An effective mechanism is in place for reporting and responding to incidents of racial and ethnocultural harassment.
- Information on this mechanism has been communicated to all staff, students, and parents.
- Staff have the knowledge and the skills to respond effectively to alleged incidents of harassment.
- An effective monitoring system is in place to track reports of racial and ethnocultural harassment and the responses to these reports.

4.9 Employment Practices

- Vacancies within the board are widely advertised, and special efforts are made to recruit, train, and promote members of Aboriginal and racial and ethnocultural minority groups.

- Support networks exist and are endorsed by the school board to assist Aboriginal and racial and ethnocultural minority employees to achieve full participation in employment opportunities.
- An effective mechanism is in place to address workplace discrimination and harassment related to race and ethnocultural background.

4.10 Staff Development

- Staff are able to identify manifestations of systemic and individual racism.
- Staff are committed to eliminating racism.
- Staff deal effectively and confidently with systemic and individual racism. For example:
 - Teachers are able to identify and deal with racial and ethnocultural bias in the curriculum and in the evaluation and assessment of students.
 - Principals effectively manage a multicultural, antiracist instructional program and all aspects of a culturally and racially diverse school.
 - Supervisory officers effectively supervise and co-ordinate all aspects of the implementation of the board's antiracism and ethnocultural equity policy and the integration of equity principles into all board operations.
- Trustees take into account principles of antiracism and ethnocultural equity in their educational and administrative decisions.

Appendices

Appendix 1: Checklists for Policy Implementation

The following checklists provide an example of what the implementation of a school board antiracism and ethnocultural equity policy might look like. Checklists can be useful in determining

a school board's progress in policy implementation. School boards are encouraged to develop their own checklists to reflect local realities.

Focus: Board Policies, Guidelines, and Practices	Yes	No	Somewhat	Don't Know
1. Principles of antiracism and ethnocultural equity are clearly articulated in the board's mission statement and strategic plan, where applicable, and in all board policies, guidelines, and procedures.	_____	_____	_____	_____
2. Clear guidelines exist for the review of board policies and practices in terms of racial and ethnocultural biases.	_____	_____	_____	_____
3. Representatives of diverse Aboriginal and racial and ethnocultural groups participate in the development and review of policies and practices.	_____	_____	_____	_____
4. Mechanisms exist for monitoring board progress towards antiracism and ethnocultural equity.	_____	_____	_____	_____
5. Clear criteria exist to facilitate the admission of students whose parents do not hold rights under Section 23 of the Charter of Rights and Freedoms but who can show that it would be in the best interest of their children to receive their primary or secondary education in the French language.	_____	_____	_____	_____
6. Antiracism and ethnocultural equity policies and implementation plans for the board and the minority section are in harmony.	_____	_____	_____	_____

Focus: Leadership	Yes	No	Somewhat	Don't Know
1. Regular needs assessments are undertaken to identify training needs for shared leadership, support, and decision-making within the organization.	_____	_____	_____	_____
2. Performance appraisals include criteria to assess effectiveness in implementing antiracist change.	_____	_____	_____	_____
3. The selection process for persons in positions of added responsibility includes an assessment of the candidates' demonstrated commitment to antiracism and ethnocultural equity and of their related knowledge and skills.	_____	_____	_____	_____

Focus: School-Community Partnership	Yes	No	Somewhat	Don't Know
1. A community profile has been developed.	_____	_____	_____	_____
2. Mechanisms are in place to ensure equitable access by diverse communities to involvement in all school board activities.	_____	_____	_____	_____
3. Consultations are held with Aboriginal and racial and ethnocultural minority groups to determine the barriers to their participation in school board activities and to propose strategies to remove the barriers.	_____	_____	_____	_____
4. A periodic assessment is conducted of how well consultation and partnership with communities are working to determine if modifications to the process are required.	_____	_____	_____	_____

Focus: Curriculum	Yes	No	Somewhat	Don't Know
1. Students are taught to recognize minority values as well as the dominant values in our society.	_____	_____	_____	_____
2. Curriculum materials include information about Aboriginal people and diverse racial and ethnocultural groups.	_____	_____	_____	_____
3. Accurate information is conveyed about a broad range of cultural values, life experiences, and the diversity within cultures.	_____	_____	_____	_____
4. The school supports and integrates the perspectives of all students to assist them in living in a diverse society (e.g., the contents of the school library, displays, celebrations, school events, calendars, food services, etc., reflect diversity).	_____	_____	_____	_____
5. All students see themselves as active participants in the curriculum.	_____	_____	_____	_____
6. Guidelines are developed to deal with bias in content, language, and illustrations.	_____	_____	_____	_____
7. The causes and patterns of racism in Canada and the world are explored and challenged.	_____	_____	_____	_____
8. Active participation in school programs and learning by staff, parents, students, and community members, including representatives of Aboriginal and racial and ethnocultural minority groups, is expected.	_____	_____	_____	_____

Focus: Student Languages	Yes	No	Somewhat	Don't Know
1. Curriculum programs and activities respect and affirm students' first languages and promote multilingualism.	_____	_____	_____	_____
2. Heritage language and Native language programs are provided in keeping with ministry policy.	_____	_____	_____	_____
3. Language-learning support programs are in place for students who have a first language other than English or French.	_____	_____	_____	_____

Focus: Student Evaluation, Assessment, and Placement	Yes	No	Somewhat	Don't Know
1. When possible, data on students' previous educational and personal experiences are fully and accurately assessed in order to establish equivalent placement levels.	_____	_____	_____	_____
2. Orientation materials are available for students and parents in their first language, where possible. ¹	_____	_____	_____	_____
3. Parents are actively involved in each stage of the assessment process, with translation available when possible.	_____	_____	_____	_____
4. An appropriate adjustment period is allowed for immigrant and refugee students before formal assessment is conducted. ²	_____	_____	_____	_____
5. Informal, holistic, observational assessment is used with students who have a first language other than English or French and who have limited proficiency in the instructional language.	_____	_____	_____	_____
6. Existing test instruments are evaluated for racial and cultural bias; those found to be biased are modified; and others appropriate to the needs of students from minority groups are identified for use.	_____	_____	_____	_____
7. Student assessments – formal and informal – are conducted in the language in which the student is most proficient, where appropriate and possible.	_____	_____	_____	_____
8. When possible, an interdisciplinary assessment team is used that reflects the racial and ethnocultural diversity in the school population and that has experience in the use of bias-free assessment procedures.	_____	_____	_____	_____
9. Students are placed in age-appropriate academic programs, unless exceptional circumstances exist to dictate otherwise.	_____	_____	_____	_____
10. Guidelines are provided on the age-appropriate placement of students, and students' progress after placement is carefully monitored and evaluated.	_____	_____	_____	_____

1. The term "first language" as used here and elsewhere in this section refers to a language other than English and French, the two official languages.

2. In view of research findings on the length of time students require to become proficient in abstract thought in a second language, many school boards do not conduct standardized testing with new immigrant students with a first language other than English or French who have been in Canada for less than five years (see sections 3.5 and 3.6).

Focus: Guidance and Counselling	Yes	No	Somewhat	Don't Know
1. Guidance policies, procedures, and programs are free from racial and ethnocultural bias.	_____	_____	_____	_____
2. Guidance counsellors have an understanding of and the skills to respond to:				
• issues pertaining to cultural adaptation;	_____	_____	_____	_____
• forms of overt and systemic racism and their impact on students.	_____	_____	_____	_____
3. Decisions about the appropriate assessment and placement of Aboriginal and racial and ethnocultural minority students are made after consultation with teachers, parents, and students, and the implications of these decisions are fully discussed.	_____	_____	_____	_____
4. Career education programs actively promote educational planning and career exploration in a manner that recognizes the capabilities of students and provides the greatest number of possible options.	_____	_____	_____	_____
5. Counselling is provided for students in their first language, where possible.	_____	_____	_____	_____
6. Where appropriate and possible, parents are informed about issues pertaining to their children in a language they understand.	_____	_____	_____	_____
7. The expertise of community members is drawn upon to help counsellors facilitate communication with parents and to respond to the needs of minority students.	_____	_____	_____	_____
8. There is a process in place to involve parents, business, and industry in educational and career planning in the school.	_____	_____	_____	_____

Focus: Racial and Ethnocultural Harassment	Yes	No	Somewhat	Don't Know
1. A board policy, including a complaints procedure on racial and ethnocultural harassment, effective penalties, and protection against reprisal, has been developed in consultation with diverse racial and ethnocultural groups.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Mechanisms are in place to monitor the effectiveness of this harassment policy and related procedures.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. A staff development program is in place to implement the board's harassment policy and to assist staff in dealing with harassment.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. The policy is widely distributed and explained to all members of the school community.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Focus: Employment Practices	Yes	No	Somewhat	Don't Know
1. Recruitment, interview, selection, and promotion practices are bias-free.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Job advertisements, applications, and interview questions are regularly reviewed to ensure that they are not biased against any group or in contravention of Ontario Human Rights Code requirements.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. The selection process for all staff includes an assessment of the candidates' demonstrated commitment to antiracism and ethnocultural equity and of their related knowledge and skills.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. An employment accommodation policy is in place and is meeting the needs (e.g., dress code, religious holidays) of Aboriginal people and members of diverse racial and ethnocultural groups.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Opportunities for networks and peer support are in place and endorsed by the school board.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Focus: Staff Development	Yes	No	Somewhat	Don't Know
1. The board's staff development programs in all areas integrate the principles and practices of antiracism and ethnocultural equity.				
2. A needs assessment has identified the specific areas in which antiracism and ethnocultural equity training is required by trustees and all board staff.				
3. Staff development programs on antiracism and ethnocultural equity are in place for trustees and all board staff.				
4. The staff development programs provided will assist school board and school staff to:				
• identify and respond to overt and systemic racism in the school system;				
• learn about diverse cultural norms and behaviours;				
• be aware of and respond to issues related to cultural adaptation;				
• identify and address racial and ethnocultural bias in employment.				
5. Community groups are involved in the development and implementation of staff development programs.				

Appendix 2: Worksheets for Developing a Policy on Antiracism and Ethnocultural Equity and an Implementation Plan

Board Policies, Guidelines, and Practices

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">• To articulate clearly the board's commitment to principles of antiracism and ethnocultural equity in all existing and new board policies, guidelines, operations, and practices.• To eliminate racial and ethnocultural biases in board policies, guidelines, and day-to-day practices.• To establish mechanisms for measuring progress towards antiracism and ethnocultural equity.• To develop clear criteria for French-language boards and sections to be used by their admissions committees.••					

Leadership

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none"> To assist school board trustees, administrators, and staff to develop the knowledge, skills, attitudes, and behaviours needed to implement antiracism and ethnocultural equity policies in the school system. 					
<ul style="list-style-type: none"> To identify all expected outcomes for those responsible for implementation, and incorporate these outcomes into the performance-appraisal process, including the ongoing evaluation of teachers. 					
<ul style="list-style-type: none"> To ensure that board policy directions and priorities as well as the day-to-day implementation of programs and services are consistent with the aims of antiracism and ethnocultural equity. 					
<ul style="list-style-type: none"> To establish antiracism and ethnocultural equity principles and objectives and incorporate them into annual plans and year-end reports. 					
<ul style="list-style-type: none"> 					
<ul style="list-style-type: none"> 					

School-Community Partnership

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">• To identify Aboriginal and racial and ethnocultural minority communities within the school board's jurisdiction, whether or not they are involved in school board activities.• To involve diverse communities in partnership activities with the school board.• To request community groups to identify their spokespersons for the purpose of establishing school-community partnerships.• To assess the effectiveness of community consultation and partnership involvement.••					

Curriculum

Mission Statement: _____

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none"> • To develop or modify curriculum to reflect in an equitable way a culturally and racially diverse society. • To ensure that the cultural and racial identities of all students are affirmed in an equitable and appropriate way by learning experiences in the school. • To identify bias and discriminatory barriers in existing curriculum structures, policies, programs, and learning materials. • To ensure that all elements in the process of curriculum review, development, and implementation are consistent with antiracism and ethnocultural equity objectives. • To enhance teachers' abilities to use biased materials constructively to develop students' critical thinking about racism. • To reflect the diversity of staff, students, parents, and the community in all areas of curriculum development, implementation, and evaluation, and in the membership of curriculum committees. 					

Student Languages

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">• To affirm and value the students' first language.• To ensure that all students achieve literacy in at least one official language.• To provide appropriate support programs for language learning.••					

Student Evaluation, Assessment, and Placement

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">To ensure that assessment and placement teams, instruments, and procedures are bias-free and designed to meet the needs of the individual student, and take into consideration the students' previous education and personal experience.To ensure that placement decisions are flexible so that they do not limit students' educational and career opportunities.To ensure that parents are fully informed about assessment and placement procedures and are involved in placement decisions.					

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">• To determine what parents, students, and community groups perceive to be students' needs for guidance and counselling and whether they feel those needs are being met.• To determine what support counsellors perceive they require in order to serve the diverse student population.• To eliminate racial and ethnocultural stereotyping in educational and career-planning programs.• To ensure support for students in the identification of career options and appropriate academic paths.• To create partnerships among schools, home, community, business, and industry, and to involve parents, students, and the community in program review and development.					

Guidance and Counselling (cont.)

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">To ensure that, where possible, communication strategies are in place to keep parents informed, in a language they understand, of their children's current educational achievement and progress and their plans for the future.					

Racial and Ethnocultural Harassment

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">To develop or review policy guidelines and a clearly delineated process for dealing with racial and ethnocultural harassment involving staff, students, and other individuals in the school board.To provide staff with the knowledge and skills to identify harassment and to respond effectively to it.To ensure that boards communicate the policy guidelines to all members of the education community.To ensure that the process of addressing harassment is monitored.					

Employment Practices

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">• To ensure that vacancies are advertised widely, internally within the organization as well as through outreach to designated groups.• To ensure that recruitment, interview, selection, training, and promotion practices and procedures are bias-free.• To ensure that interview teams for board positions reflect the diversity within the community.••					

Staff Development

Mission Statement:

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">• To identify staff development needs to ensure that those responsible for implementing the board's antiracism and ethnocultural equity policy have or develop the knowledge, skills, and behaviours to carry out the mandate.• To implement staff development programs based on identified needs.• To enable trustees and staff to deal confidently and effectively with issues of racism and discrimination and with incidents of racial and ethnocultural harassment.• To provide trustees and staff with the skills to identify and deal with bias in learning materials.• To involve community groups in the development and implementation of an in-service program and other staff development programs.					

Staff Development (cont.)

Core Objectives	Plan of Action	Expected Outcomes	Resources	Timelines	Responsibility
<ul style="list-style-type: none">To ensure that trustees and staff are aware that they are expected to broaden their expertise in antiracist and ethnocultural equity education through courses, workshops, and community consultation.					

Appendix 3: Glossary

The following are key terms in the areas of antiracism and ethnocultural equity. Terms in these areas will no doubt continue to evolve and be refined as work in and commitment to antiracism and ethnocultural equity grow.

Aboriginal Peoples The original inhabitants, or indigenous peoples, of Canada and their descendants. Aboriginal peoples include the Indian, Inuit, and Métis peoples of Canada.

Aboriginal and Racial Minority Women's Issues Issues that arise from the combined biases of racist and sexist prejudice against Aboriginal and racial minority women. Aboriginal and racial minority women do not experience sexism and racism separately; rather, they suffer the effects of these prejudices simultaneously, as each has an impact on the other and compounds its effects.

Affirmative Action Programs or specific measures designed to make educational and employment opportunities more accessible to individuals or groups who have previously been excluded from full participation in the life of the community and/or society in general. In Canada, this term has become synonymous with initiatives that promote gender equity in the workplace.

Antiracist Education An approach to education that integrates the perspectives of Aboriginal and racial minority groups into an educational system and its practices. The aim of antiracist education is the elimination of racism in all its forms. Antiracist education seeks to identify and change educational policies, procedures, and practices that foster racism, as well as the racist attitudes and behaviour that underlie and reinforce such policies and practices. Antiracist education

provides teachers and students with the knowledge and skills to examine racism critically in order to understand how it originates and to identify and challenge it.

Bias An inaccurate and limited view of the world, a given situation, or individuals or groups. A bias against or towards members of a particular cultural, racial, religious, or linguistic group can be expressed through speech, nonverbal behaviour, and written and other materials.

Community Partnerships Relationships between institutions and diverse groups within the community in which there is recognition of the experiences of people from these groups and evidence of their involvement in the decision making of the institutions.

Culture The totality of ideas, beliefs, values, knowledge, language, and way of life of a group of people who share a certain historical background. Manifestations of culture include art, laws, institutions, and customs. Culture changes continually and, as a result, often contains elements of conflict and opposition.

Discrimination The practice or act of making distinctions between people based on such characteristics as race, ethnicity, nationality, language, faith, gender, disability, or sexual orientation, which leads to the inequitable treatment of individuals or groups. Discrimination may also have the effect of withholding or limiting access to opportunities, benefits, and advantages that are available to other members of society. The impact of discrimination becomes compounded when two or more factors such as race, gender, disability, etc., are present in the same situation. In determining

whether discrimination exists in a given situation, it is important to assess whether the individual's or group's circumstances arise out of historical disadvantages or are the result of an act that denies or curtails their rights.

There are two types of discrimination – direct and systemic.

- **Direct discrimination:** an overt action, taken on the basis of an individual's or group's response to such characteristics as race, ethnicity, nationality, language, faith, gender, disability, or sexual orientation, that is intended to bring about the inequitable treatment of individuals or groups that possess one or several of these characteristics.
- **Systemic discrimination:** discrimination through apparently neutral policies or practices, which are reinforced by institutional structures and power and which result in the inequitable treatment of members of certain groups.

Employment Equity A program designed to remove systemic barriers to equality of outcome in employment by identifying and eliminating discriminatory policies and practices, remedying the effects of past discrimination, and ensuring appropriate representation of designated groups. Employment equity programs usually involve setting goals and timelines in order to ensure that defined objectives are met by a specified date.

Equity Equality of access and outcome. An equity program is one that is designed to remove barriers to equality by identifying and eliminating discriminatory policies and practices. Such a program is intended both to remedy the effects of past discrimination and to prevent inequities.

Ethnic An adjective used to describe groups that share a common language, race, religion, or national origin. Everyone belongs to an ethnic group. The term is often confused with “racial minority”.

Ethnocultural Group A group of people who share a particular cultural heritage or background. Every Canadian belongs to some ethnic group. There are a variety of ethnocultural groups among people of African, Asian, European, and indigenous North, Central, and South American backgrounds in Canada. Some Canadians may experience discrimination because of ethnocultural affiliation (ethnicity, religion, nationality, language).

Eurocentric Curriculum A curriculum that focuses primarily on the experiences and achievements of people of European background. Such a curriculum inevitably marginalizes the experiences and achievements of people of other backgrounds.

Minority Group A group of people within a given society that has little or no access to social, economic, political, cultural, or religious power. The term may connote inferior social position, or may refer to a group that is small in number.

Multicultural Education An approach to education, including administrative policies and procedures, curriculum, and learning activities, that recognizes the experiences and contributions of diverse cultural groups. One of the aims of multicultural education is to promote understanding of and respect for cultural and racial diversity.

Prejudice A set of opinions about or attitudes towards a certain group, or individuals within it, that casts that group and its members in an inferior light and for which there is no legitimate basis in fact. The term is derived from the word “pre-judge”. Prejudicial attitudes are very resistant to change because concrete evidence that contradicts the prejudiced view tends to be dismissed as “the exception to the rule”.

Race A group of people of common ancestry, distinguished from others by physical characteristics such as colour of skin, shape of eyes, hair texture, or facial features. Nowadays the term is used to designate the social categories into which societies divide people according to such characteristics. Race is also often confused with ethnicity. There are ethnic groups within racial groups.

Racism A set of erroneous assumptions, opinions, and actions stemming from the belief that one race is inherently superior to another. Racism may be evident in organizational and institutional structures and programs as well as in the attitudes and behaviour of individuals.

Social Justice A concept based on the belief that each individual and group within a given society has a right to equal opportunity, civil liberties, and full participation in the social, educational, economic, institutional, and moral freedoms and responsibilities of that society.

Stereotype A false or generalized conception of a group of people that results in the unconscious or conscious categorization of each member of that group, without regard for individual differences. Stereotyping may be based upon misconceptions and false generalizations about racial, age, ethnic, linguistic, religious, geographical, or national groups; social, marital or family status; physical, developmental, or mental attributes; or gender.

Appendix 4: Policy/Program Memorandum No. 119



Ministry of Education
and Training

Issued under the authority
of the Deputy Minister
of Education and Training

Policy/Program Memorandum No. 119

Date of Issue: July 13, 1993

Effective: Until revoked
or modified

Subject: DEVELOPMENT AND IMPLEMENTATION OF SCHOOL BOARD
POLICIES ON ANTIRACISM AND ETHNOCULTURAL EQUITY

Application: Chairpersons of School Boards and
Minority-Language Sections¹
Directors of Education

Introduction

The Government of Ontario is committed to the goal of assuring high-quality education and equitable educational outcomes for all students in English- and French-language schools. The government also considers it essential that students be prepared to function effectively in an increasingly diverse world.

There is growing recognition that educational structures, policies, and programs have been mainly European in perspective and have failed to take into account the viewpoints, experiences, and needs of Aboriginal peoples² and many racial and ethnocultural minorities. As a result, systemic inequities exist in the school system that limit the opportunities for Aboriginal and other students and staff members of racial and ethnocultural minorities to fulfil their potential. Educators therefore need to identify and change institutional policies and procedures and individual behaviour and practices that are racist in their impact, if not in intent. In this regard, antiracist and ethnocultural equity education goes beyond multicultural education, which focuses on teaching about the cultures and traditions of diverse groups.

1. In this document, the term "school board" includes French- and English-language sections.

2. The terms "Aboriginal" and "Aboriginal peoples" refer to the original inhabitants, or indigenous peoples, of Canada and their descendants. Aboriginal peoples include the Indian, Inuit, and Métis peoples of Canada.

Background

In 1987, a provincial advisory committee produced a report entitled "The Development of a Policy on Race and Ethnocultural Equity" that was intended to be a draft model policy document on race relations for school boards. This report was validated province-wide.

In the winter and spring of 1993, the ministry conducted a series of round-table discussions with school boards, which provided information on their activities, perspectives, and needs in the areas of antiracism and ethnocultural equity. Information received at these meetings has been used in developing the present policy directions and requirements.

Legislative Requirements

In accordance with an amendment made in 1992 to the Education Act,³ every school board shall develop a policy on antiracism and ethnocultural equity, as well as a plan for implementing its policy. Boards shall then submit their policies and plans to the Minister for approval, and implement changes as directed by the Minister. Boards' implementation of their policies will entail reviewing their operations and making fundamental changes in many aspects of their operations. Some of the changes required will take place immediately; others will take place over time. The document entitled Antiracism and Ethnocultural Equity in School Boards: Guidelines for Policy Development and Implementation has been produced to assist school boards in the development of their policies and implementation plans.

Several of the requirements for school board policies on antiracism and ethnocultural equity fall under the exclusive jurisdiction of the sections of boards. French-language school boards and French-language sections will develop policies and implementation plans that respect Section 23 of the Canadian Charter of Rights and Freedoms and Parts XII and XIII of the Education Act, R.S.O. 1990, Chapter E.2. Sections may submit their policies and implementation plans as part of the overall board submission.

Timelines for Development, Approval, and Implementation of Policies

The ministry recognizes that school boards are at different stages in the development of policies on antiracism and ethnocultural equity and in the implementation of related

3. Education Act, R.S.O. 1990, Chapter E.2, section 8, subsection 1, paragraph 29.1 (July 1992 edition).

activities. Boards that already have related policies in place shall review and revise these policies to ensure that they meet the requirements outlined in this memorandum. These boards may begin submitting their revised policies and implementation plans to the ministry for approval in October 1993. School boards that are currently developing policies and implementation plans shall submit them to the ministry for approval as soon as they are completed.

Boards shall submit their policies and their implementation plans to the ministry no later than March 31, 1995.

Boards shall begin implementing their policies on antiracism and ethnocultural equity upon receiving approval from the ministry. Implementation of these policies must begin by September 1, 1995.

Requirements for Policies and Implementation Plans

School board policies and implementation plans shall be comprehensive and shall be designed to integrate the principles of antiracism and ethnocultural equity into all aspects of education programs and board operations. The policies and plans shall reflect a commitment by board administration and staff to identifying and addressing systemic inequities and barriers affecting Aboriginal peoples and racial and ethnocultural minorities in the planning and delivery of education programs and services.

Policies and implementation plans shall address the following ten major areas of focus:

- board policies, guidelines, and practices
- leadership
- school-community partnership
- curriculum
- student languages
- student evaluation, assessment, and placement
- guidance and counselling
- racial and ethnocultural harassment
- employment practices⁴
- staff development

4. For details see the section on "Employment Equity" on page 5.

The implementation plans shall:

- be five-year plans;
- contain clearly stated annual objectives and outcomes for implementation at both the system and the school levels;
- contain a plan of action to identify and eliminate racial and ethnocultural biases and barriers in board policies and practices and in the planning and delivery of educational programs;
- involve partnership activities with local communities, including Aboriginal groups, diverse racial and ethnocultural groups, and other education partners;
- contain mechanisms for evaluating progress, including an accountability mechanism for all of the school board staff.

The policy development and implementation processes shall be conducted in the language of the board. Boards and sections are encouraged to find alternative communication strategies when members of the community involved in the development of the policies and the implementation plan do not speak the language of the board.

At all stages of implementation, a high priority shall be assigned to broadening the curriculum to include diverse perspectives and to eliminating stereotyping. In the implementation of the policies, it is essential that staff members are made aware of the issues and are given opportunities to develop skills in dealing with racism.

Approval of Policies and Implementation Plans

Board policies and implementation plans are to be submitted for approval to the appropriate regional office of the Ministry of Education and Training within the specified timelines. The ministry will review the policies and implementation plans and determine whether or not they satisfy the requirements for approval. The ministry will use the document Antiracism and Ethnocultural Equity in School Boards when evaluating boards' policies and implementation plans.

Monitoring of Implementation

There shall be community and student involvement in monitoring policy implementation. School boards shall submit annual progress reports to the appropriate regional office of the Ministry of Education and Training. In addition, the ministry will conduct cyclical audits of the policy implementation.

The ministry will make use of the document Antiracism and Ethnocultural Equity in School Boards in monitoring implementation of boards' antiracism and ethnocultural equity policies.

Employment Equity

Equitable employment practices form an integral part of boards' antiracism and ethnocultural equity policies and practices. The work force in the school board should reflect and be capable of understanding and responding to the experiences of Ontario's culturally and racially diverse population.

The proposed Employment Equity Act (Bill 79)⁵ will provide all employers, including school boards, with direction for the development, implementation, and monitoring of employment equity plans. Consequently, school boards are advised not to undertake work-force surveys, define designated groups or subgroups, or determine numerical goals for designated groups before the proposed Employment Equity Act becomes law.

In the meantime, boards should begin to identify systemic barriers in employment, as well as establish equity principles, in order to lay the foundations for the development of employment equity plans in the future. Further information will be available after the proposed Employment Equity Act becomes law.

Ministry Assistance

The resource document Changing Perspectives will be released along with Antiracism and Ethnocultural Equity in School Boards. Vers une nouvelle optique, the French-language adaptation of Changing Perspectives, will be released in the fall of 1993. The ministry will be publishing additional resource materials in the future to assist boards in implementing their policies. The ministry's regional office staff are available to assist school boards with the development of policies and implementation plans and with the implementation of the policies.

Please share the information contained in this memorandum with all school board personnel.

5. An Act to Provide for Employment Equity for Aboriginal People, People With Disabilities, Members of Racial Minorities and Women.

Ministry of Education and Training Regional Offices

Central Ontario Region
2025 Sheppard Avenue East
Suite 3201
North York, Ontario
M2J 1W4
Telephone: (416) 491-0330

Northeastern Ontario Region
447 McKeown Avenue
P.O. Box 3020
North Bay, Ontario
P1B 8K7
Telephone: (705) 474-7210

Eastern Ontario Region
1580 Merivale Road
4th Floor
Nepean, Ontario
K2G 4B5
Telephone: (613) 225-9210

Northwestern Ontario Region
435 James Street South
P.O. Box 5000
Thunder Bay, Ontario
P7C 5G6
Telephone: (807) 475-1571

Midnorthern Ontario Region
199 Larch Street
7th Floor
Sudbury, Ontario
P3E 5P9
Telephone: (705) 675-4401

Western Ontario Region
759 Hyde Park Road
London, Ontario
N6H 3S6
Telephone: (519) 472-1440

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This document is based on the report of the Provincial Advisory Committee on Race Relations entitled "The Development of a Policy on Race and Ethnocultural Equity" (1987), which was circulated for validation to education partners province-wide. Members of the Provincial Advisory Committee on Race Relations are listed below, as well as organizations and associations that submitted a written response to the Minister's invitation to comment on the course of action recommended in the report. Other persons participated in the process through conference deliberations, and some also responded in writing.

Individuals who participated in an antiracism forum in April 1993 provided information that has been used in developing the present document, and are also listed below.

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The affiliations given for individuals are those that applied at the time of participation.

Team Leaders

Mavis Burke
Ministry of Education

Roy Hardie
Community Education and Outreach Branch
Ministry of Education and Training

Helene Ijaz
Community Education and Outreach Branch
Ministry of Education and Training

Project Team

Virginia Adams
Human Resources Branch
Ministry of Education and Training

Edmond DeMeulemeester
French-Language Education Branch
Ministry of Education and Training

Bruce Drewett
Community Education and Outreach Branch
Ministry of Education and Training

June Girvan
Eastern Ontario Regional Office
Ministry of Education and Training

Barbara Quinn
Policy Analysis and Research Branch
Ministry of Education and Training

Dave Sangha
Community Education and Outreach Branch
Ministry of Education and Training

Consultant for the Project

Teresa Gonzalez
Federation of Women Teachers' Associations
of Ontario

Provincial Advisory Committee on Race Relations

Olivia Chow
Ontario School Trustees' Council

Fran Endicott
Ontario School Trustees' Council

Jose Fernandes
Ontario Public School Teachers' Federation

Karl Fuller
Jamaican Canadian Association

Teresa Gonzalez
Ministry of Education

Harry Haughton
Darcel Senior Public School

Jim Head
Ontario Secondary School Teachers' Federation

Susan Hildreth
Federation of Women Teachers' Associations
of Ontario

Ahmed Ijaz
Board of Education for the City of Scarborough

Earl Knickerbocker
Ministry of Education

John Lavin
Ontario Catholic Supervisory Officers' Association

David Lawson
Board of Education for the City of Windsor

Roger Leblanc
Ontario Secondary School Teachers' Federation

Enid Lee
Board of Education for the City of North York

Diane Lozier
Association des enseignantes et des enseignants
franco-ontariens

Sheila McAuliffe
Ontario English Catholic Teachers' Association

Robert Millette
Ministry of Education

Alok Mukherjee
Board of Education for the City of Toronto

Stella Ng
Chinese Canadian National Council

Mary Pierce
Ontario Federation of Home and School Associations

Joseph Rapai
Ministry of Education

Bill Roach
Ontario Association of Education
Administrative Officials

Ruth Rozenberg
Ontario Human Rights Commission,
Race Relations Division

Suwanda Sugunasiri
Ontario Advisory Council on Multiculturalism
and Citizenship

Carol Tator
Consultant

Sybil Wilson
Faculty of Education, Brock University

Margaret Wolchak
Ministry of Education

Respondents to the Report of the Provincial Advisory Committee on Race Relations

Alliance on Race Relations

Ancaster School

Arab-Canadian Associations in Ottawa-Carleton

Black Secretariat, The

Canadian Jewish Congress

Carleton Board of Education

Carleton Roman Catholic Principals' Association

Carleton Roman Catholic Separate School Board

Catholic Community Services of York Region

Catholic Women's League of Canada

Centre d'activités pédagogiques de la section
catholique du conseil scolaire de langue française
d'Ottawa-Carleton

Centre de recherches et de promotion des Caraïbes ltée

Committee on Community, Race, and Ethnic
Relations, City of North York

Dryden Board of Education

Dufferin-Peel Roman Catholic Separate School Board

Durham Black Parents Group

Durham Board of Education

Earl Rowe Public School

East York Home and School Council

École Saint-Antoine

Écoles catholiques des comtés de Stormont,
Dundas et Glengarry

Etobicoke, Board of Education for the City of

Federation of Chinese Canadians in Scarborough

Federation of Women Teachers' Associations
of Ontario

Filipino community, Kingston

First Avenue Public School Home and
School Association

Frontenac County Board of Education

Frontenac-Lennox and Addington County Roman Catholic Separate School Board	Ontario Advisory Council on Multiculturalism and Citizenship
Geraldton District Roman Catholic Separate School Board	Ontario Alliance on Race Relations
German-Canadian Congress	Ontario Black Coalition for Employment Equity
Great Lakes Chapter of the International Association for Study of Co-operation in Education	Ontario Federation of Home and School Associations
Halton Board of Education	Ontario Métis and Aboriginal Association
Hamilton, Board of Education for the City of	Ontario Moral/Values Education Association
Harambee Centres	Ontario Public School Teachers' Federation
Henry Larsen Elementary School	Ontario Public School Trustees' Association
Interagency Council for Children	Ontario Race Relations Directorate – Community Forum
Interboard ESL/ESD Resource Personnel Committee	Ontario Separate School Trustees' Association
Jewish Community Council of Ottawa	Ontario Teachers' Federation
Kenora Board of Education	Ottawa Board of Education
Kent County Board of Education	Ottawa Muslim Association
Kingston and District Immigrant Services	Ottawa Muslim Women's Auxiliary
Kingston Committee for Racial Harmony	Ottawa Roman Catholic Separate School Board
Lakehead Board of Education	Oxford County Board of Education
League for Human Rights of B'nai Brith Canada	Peel Board of Education
Leeds and Grenville County Board of Education	Peel Guidance Heads' Association
Lennox and Addington County Board of Education	Perth County Board of Education
Lincoln County Roman Catholic Separate School Board	Peterborough County Board of Education
London, Board of Education for the City of	Race Relations Committee of Sudbury
London Council of Home and School Associations	Renfrew County Board of Education
London Region Conference	Sault Ste. Marie District Roman Catholic Separate School Board
London Urban Alliance on Race Relations	Sault Ste. Marie Women Teachers' Association
Metropolitan Separate School Board	Scarborough, Board of Education for the City of
Mount Carmel School	Sloane Public School
Multicultural Council of Windsor and Essex County	Sudbury Multicultural/Folk Arts Association
National Capital Alliance on Race Relations	Three Valleys Elementary School
National Council of Jamaicans and Supportive Organizations in Canada	Thunder Bay Multicultural Association
Nickel Belt Indian Club	Thunderbird Friendship Centre
North York, Board of Education for the City of	Toronto Mayor's Committee on Community and Race Relations
North York Inter-Agency and Community Council	Town of Vaughan Committee on Race and Ethnocultural Relations
Northeast Native Peoples Conference on Race Relations	Victoria Park Secondary School
Northview Heights Secondary School	Waterloo Region Roman Catholic Separate School Board

Wellington County Board of Education
Windsor, Board of Education for the City of
Windsor Roman Catholic Separate School Board
Windsor Urban Alliance on Race Relations
York Association of Counsellors
York Region Board of Education
York Region Roman Catholic Separate School Board
York University, Faculty of Education
Youth Trust-Community Action on Youth
Employment

Participants in the Antiracism Forum, April 30, 1993

Pascaline Binkingombe
Association interculturelle franco-ontarienne

Mohammed Boudjemane
Affaires francophones

Ricot Chatelain
Association haïtienne de Toronto

Anne Clement
Ontario Catholic Supervisory Officers' Association

Audi Dharmalingam
Urban Alliance on Race Relations

Bernie Farber
Canadian Jewish Congress

Kent Flint
Ontario Secondary School Students' Association

Vinitah Gengatharan
Ontario Secondary School Students' Association and
Ontario Multicultural Association, Youth Branch

Teresa Gonzalez
Federation of Women Teachers' Associations
of Ontario

Ibrahim Hayani
Muslim Network for Education and Research (MNER)

MacArthur Hunter
Black Educators' Working Group

Ahmed Ijaz
Antiracist Multicultural Educators' Network of
Ontario (AMENO)

Ranjit Khatkur
South Asian Teachers' Organization

Zarina Lalji
Muslim Network for Education and Research (MNER)

André Lalonde
Association des surintendantes et des surintendants
franco-ontariens

Marjorie Loughrey
Ontario Public School Boards' Association

Keith A. McLeod
Faculty of Education, University of Toronto

Francine Morissette
Association des surintendantes et des surintendants
franco-ontariens

Mohammed Moustaqim
Association interculturelle franco-ontarienne

Krishna Naïr
Association interculturelle franco-ontarienne

Bala Nambiar
Organization of South Asian Canadians

David Oleniuk
Ontario Secondary School Teachers' Federation

Carol Parker
Ontario Public School Boards' Association

Chuck Powers
Ontario Public Supervisory Officials' Association

Val Slobodian
Ontario Teachers' Federation

Patrick Solomon
Faculty of Education, York University

Carolyn Stevens
Ontario English Catholic Teachers' Association

Rochelle Wilner
League for Human Rights

Sylvie Wilson
Association des enseignantes et des enseignants
franco-ontariens



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